



Executive
19 October 2009

Report from the Chief Executive

Wards affected:
ALL

Brent Civic Centre – Concept design proposals and authority to tender contract for a design and build contractor

***Appendices 4 and 5 of this report are not for publication**

Forward Plan Ref: Bus Tran-09/10-03

1.0 Summary

1.1 This report follows the report taken to Executive in March 2008 when Members agreed to the procurement and delivery of a new Civic Centre in the Wembley Regeneration area. In May 2008 Members approved the choice of site as the former Palace of Industry site, Engineers Way. Following subsequent reports Members approved appointments of project team members and the use of a Design and Build contractor for the construction phase. Significant progress has been made in the last 8 months and with the appointment of the design team, a concept design has now been prepared and the brief refined to further strengthen the business case. A central component of the Council's Efficiency and Improvement strategy and One Council vision, the project remains cost neutral, whilst providing scope for even greater benefits to Brent's residents. This report now requests approval for the concept design and approval for the tendering strategy for the Design and Build contractor.

2.0 Recommendations

- 2.1 That the Executive approve the Concept design as described in section 5 of the report.
- 2.2 That the Executive note the conclusions of the updated Strategic Business Case appended at Appendix 4.

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- 2.3 That the Executive give approval to the pre-tender considerations and the criteria to be used to evaluate tenders for the Design and Build Contractor for the Civic Centre as set out in paragraph 8.3.
- 2.4 The Executive to give approval to officers to invite tenders for the Design and Build Contractor in accordance with European procurement regulations using the Restricted Procedure and to evaluate them on the basis and in accordance with the approved evaluation criteria referred to in paragraph 2.3 above.
- 2.5 That the Executive agree an exemption from standing orders to allow the appointment of Consarc as external Architectural Advisor without following a quotation process, for the good operational and/ or financial reasons set out in paragraph 8.5 of the report.

3.0 Detail

3.1 Introduction

- 3.1.1 The rationale behind the Civic Centre is now even stronger with the 'One Council' philosophy at the heart of the Council's approach to service delivery. The Civic Centre is a key component of the Council's Improvement and Efficiency Strategy 2008-2012 which aims to ensure that the Council builds its organisational capacity to deliver high quality public services that are relevant to the needs of local people and which secure the long-term economic and social well-being of the borough.
- 3.1.2 The window of opportunity to develop the Civic Centre has always been limited and the need for public sector intervention to catalyse Wembley regeneration is now more critical than ever before. There is also an opportunity to realise the lower base cost arising from the recessionary effect. Greater efficiency savings are being explored within the accommodation portfolio, there is an increasing positive interest from partners wishing to locate their headquarters with us, thus increasing the chance for joint service delivery and the community hub element for the building is growing.

3.2 Background

- 3.2.1 The vision for a new Wembley, launched in November 2002, first announced the Council's ambition to create a civic facility for Brent. The subsequent endorsement by Executive to commence feasibility studies in 2003 led to a series of reports by a number of consultant teams. The Audit Commission's inspection in 2003 of Brent's buildings and a study by Jonathan Edwards Consulting in 2004 both concluded the portfolio to be inadequate, inefficient and unsustainable and that doing nothing was not an option.
- 3.2.2 In response to these findings, a number of potential sites were assessed for developing a civic facility. Executive approved the selection of York House and Brent House as the two preferred sites, and to follow a developer led turnkey procurement solution, in the final feasibility study of December 2006. Executive also gave approval to develop the Strategic Brief and authority to

tender for Surveying, Architectural and Financial consultancy services for the next procurement phase.

- 3.2.3 Working with the team of newly appointed consultants, a set of detailed proposals were reported to Executive and approved in March 2008. This report set out a formal Strategic Brief which clearly defined the vision for the project and the brief for the building. The report noted a change in direction to the procurement approach, suggesting the Council purchase a site itself and providing legal advice about recent case law on why the previous approach was no longer suitable. The report specified a site within the North West District of the Wembley Regeneration area be purchased. The report had appended a Communications and Consultation Strategy which listed key internal and external stakeholders that had been involved in the development of the Strategic Brief and identified opportunities for future engagement. Financial risks had been identified, working with the financial advisers.
- 3.2.4 In May 2008, the Executive agreed to enter into a long leasehold interest of 999 years with Quintain Estates & Development plc for a 2.5 acre site on Engineer's Way, opposite Wembley Arena and Arena Square. Further negotiation with the landowner enabled the freehold interest also to be acquired the following month.
- 3.2.5 In June 2008, a comprehensive procurement strategy for delivering the Civic Centre was presented to Executive. The strategy explained the potential procurement routes and why particular routes had been discounted, then explored in detail three suitable procurement routes. A team of officers had evaluated the three routes based on timescale for delivery, quality, cost and risk and recommended the Design and Build route to Members. Key advantages of this route were explained, such as the overlap of the production and construction allowing for a shorter programme for delivery, a very high number of construction projects use this route, it is considered a lower risk approach and shields the Council from costs associated with mitigating risk.
- 3.2.6 In August 2008, the Executive agreed to award contracts for project management, quantity surveying and CDM coordination. These consultants supplemented the legal, finance, architectural and real estate consultant advisory team that were already advising the project. The Executive also gave authority to tender for a design team. The architects firm Hopkins was appointed in March 2009, being an internationally renowned designer of sustainable buildings, leading a team of specialists in structural engineering, mechanical & electrical engineering, ICT, workspace design, catering and landscaping.
- 3.2.7 At the same time as the design team appointment, the internal Civic Centre team was expanded. Executive had given approval to establish a project team in March 2008 and in early 2009 the six person core team was recruited, including a dedicated stakeholder engagement manager and programme co-ordinators, led by Aktar Choudhury who was externally appointed as Civic Centre Programme Director. Further organisational change took place at this time with the creation of the new Business Transformation department, responsible for driving service improvement across the Council within the

context of the 'One Council' agenda, to facilitate the introduction of new and more effective ways of working to support improved service outcomes and to deliver efficiency savings. Also, with stronger project management in place, there is now greater likelihood that resources earmarked for project contingency can be released to achieve even greater efficiency savings. It has been well documented that the Civic Centre both facilitates and is dependent upon new ways of working being adopted across the Council and the Civic Centre Programme has therefore become a part of the new department.

- 3.2.8 It should be noted that the programme of work for the Civic Centre is structured around the work stages used by the Royal Institute of British Architects (RIBA) in their contract documentation, which can be summarised as follows:

Work Stage A: Appraisal
Work Stage B: Design Brief
Work Stage C: Concept
Work Stage D: Design Development
Work Stage E: Technical Design
Work Stage F: Production Information
Work Stage G: Tender Documentation
Work Stage H: Tender Action
Work Stage J: Mobilisation
Work Stage K: Construction to Practical Completion
Work Stage L: Post Practical Completion

Hopkins' appointment was on the basis that they would start with an update of the Strategic Brief already produced (Stage B update) and then move into Stage C.

4.0 Consultation and Stakeholder Engagement

Consultation at Stage B update stage

- 4.1 The first key milestone for the design team was to update the Strategic Brief, as approved by Executive in March 2008, in order to ensure the brief remained appropriate to meet the needs of the Council and its community, the Civic Centre remained cost neutral and could be delivered on time. The Strategic Brief has been completed so that Stage B has now been signed off, in accordance with the RIBA workstages.
- 4.2 An extensive consultation and stakeholder engagement programme was undertaken for the Strategic Brief update which enabled the design team to gain a better understanding of the Council's and its users' requirements by listening to their views on the original Strategic Brief and the Civic Centre concept. Many of the groups visited had also been involved in the original briefing process.
- 4.3 The Strategic Brief update was split into the following stages:
- Stage 1 Meetings with groups inside and outside the Council
 - Stage 1 Workshop

- Stage 2 Opportunities for groups to make further comments
- Stage 2 Workshop opportunities for groups to make further comments
- Civic Centre event 6th and 7th May – to confirm Strategic Brief

- 4.4 The first stage involved a series of meetings with groups from inside and outside the Council. The meetings began on 30th March and ended on 30th April 2009. Thirty-nine groups were involved in this part of the consultation. Hopkins attended the majority of the meetings along with representatives of the Civic Centre Programme Team. Hopkins' concept was presented to the groups. It was stressed to each group that the concept was not a formal design but an initial response to the original Strategic Brief. The first part of the process culminated in the Stage 1 Workshop on 17th May 2009. The workshop was attended by representatives from the groups met within the Council. Comments from the individual group sessions were presented. Further opportunities for feedback were offered at the workshop and for a number of days following.
- 4.5 In the second stage, groups were allowed to submit further comments on the original Strategic Brief and Hopkins' concept. A Stage 2 Workshop was held on 30th April to present the findings of the second part of the Stage B update. The workshop focused on issues, which had a direct bearing on the Strategic Brief, with the understanding that there were comments, which would be considered in Stage C and beyond.
- 4.6 The update period culminated in a two day event on 6th and 7th May, which was attended by over 50 senior Council officers from all service areas and representatives from the whole design team. The event began with an overview of the Council's vision from the Chief Executive, and then focused on the delivery of Council services on day 1 and how the Hopkins' concept responded to service delivery on day 2. Workshops and a number of presentations took place on both days.
- 4.7 The update process concluded that the original Strategic Brief, as approved by Executive in March 2008, remained valid although a number of key issues emerged from the consultation process which would be addressed in the next stage and are summarized as follows:
- Building Capacity – maximize the capacity of the building on the site, subject to site and planning constraints and maintaining the quality of the design; Flexible Community Hall and Civic Hall – provide a Community Hall which has the capacity to accommodate 800-1000 people, with necessary back of house facilities which meet current operational requirements and legislation;
 - Masterplan – opportunities for the Civic Centre design to influence the design;
 - Security – building is within the island site, also the threat risk to the building itself;
 - Car parking – numbers will be dictated by the planning process, other Council policies, the requirements of the Mayor of London's office and the resource envelope;

- Ceremonies – match days conflict and potential acoustic issues with adjacent facilities;
- Customer Services Centre and Library – reduce area and share space if possible, recognising that the current service delivery model for customer services is likely to change;
- Wembley Live - incorporate if possible;
- A training facility totalling approx 200sq m with DDA to replace current leased accommodation in Olympic Way.

4.8 Towards the end of Stage B update phase, Hopkins undertook an options appraisal based on their tender response design to present to Council officers. The Stage B update phase was completed and Stage C commenced on 11th May 2009, with formal sign off of the Stage B update by the Programme Board on 8th June. An accommodation brief was established in the first month of Stage C as the building concept was developed to an outline design. This allowed the design team to develop the proposals in the remaining period of Stage C, culminating in the Concept design described later in this report.

Consultation at Stage C

4.9 During Stage C, the Strategic Brief was developed into a full project brief. The layout of the building, its design and form were progressed to allow an estimate of the costs to be compiled for the Council's approval. The development of the brief and the Concept building design was carried out by Hopkins by further consultation with the Council and its stakeholders. Throughout this process the Programme Board shaped the outline proposals to ensure a realistic design was shown to the wider community.

4.10 In addition to developing each of the key issues as described in paragraph 4.7 above, the design team with Council officers sought to address the following:

- Develop outline proposals
- Planning department meetings
- Key stakeholder meetings
- Sustainability requirements
- Procurement
- Budget clarification
- Site surveys
- Traffic and highway issues

4.11 30 consultation events took place using existing user fora, public events such as the Respect Festival and the Big Lunch event as well as all the Area Consultative Fora. Staff consultation included a dedicated Improving Brent Seminar followed up with a staff "Drop In" day with the Civic Centre Programme team and the design team; a "Food for Thought" catering requirements survey; attendance at staff forums. In addition, staff and the public could send comments to the dedicated Civic Centre email address. All comments have been recorded and passed to Hopkins architects to inform their outline design.

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- 4.12 Consultation took place with the Councillors' Advisory Group that was specially formed to take an active part in this important project. This will continue throughout the duration of the project.
- 4.13 Consultation with young people has included a specific focus group meeting for members of the Youth Parliament and Brent Matters 2. Primary and secondary school consultation started with a visit to Donnington Primary School and will continue after September 2009, following the exam period and summer holiday.
- 4.14 Discussions with potential partners have continued during the Stage C process. The Tokyngton Safer Neighbourhood Team will have a space on the ground floor. The ground floor will also contain a 'partner village' for partner presence. The Brent NHS has confirmed in principle their wish to locate their headquarters to the Civic Centre. Discussions will continue as part of Stage D.
- 4.15 In addition to the consultation and stakeholder engagement process, a communications strategy is being deployed to keep residents and staff aware of the project and its progress.
- 4.16 The issues raised during the Stage C process have been considered in the outline design and the full project brief as it has evolved. The building now has the capacity to accommodate 2000 staff, working flexibly, and provides the scope to vacate and release Brent House for a major regeneration scheme. Officers are in very early stages of developing proposals and there is considerable work ahead before specific proposals will be available for member consideration. Similarly, the option of relocating services from Gwenneth Rickus (GR) buildings is also proposed. Officers would need to develop and appraise options for relocation of the services and future use of the site. Consultation with existing users of the building and a report to Executive would then follow.

The concept design emerging from this process is described in the next section.

5.0 The Concept Design

- 5.1 Hopkins' initial concept design was an accomplished and imaginative response to the original Strategic Brief and has evolved as a direct response to the ongoing stakeholder engagement.
- 5.2 The Civic Centre design will complement the Wembley masterplan, sited at a crucial pivot-point within it and act as a key regenerator for the Wembley area. The building is orientated to address Arena Square to the south and capitalises on the existing public realm. Key routes are reinforced, such as the link between Arena Square and future development to the north, creating much improved permeability in the area.
- 5.3 The three main components of the building will accommodate public, democratic and staff functions. The public parts of the building comprise the Foyer, Council Services Centre, Library, Registrars and Community and Civic

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Halls. Smart space planning will provide a variety of flexible spaces, which can be adapted for a number of different activities.

- 5.4 The design is based on a sequence of large volumes contrasting with smaller spaces which create drama and interest. A simple diagram with two wings forming an 'L' shape accommodates the Council's administrative offices. These wings embrace the civic accommodation, located in the south-east corner of the building. The two parts are joined together by an impressive Foyer, which is open to the public and links the functional areas of the building together. The original design concept was efficiently planned, creatively addressing the site's prominent location and the wider future regeneration proposals, so that it occupied approximately two thirds of the 2.5 acre site. The remaining one third is open space, to include a wedding garden, which will be larger than the existing garden at the Town Hall. Wedding drop-off, including coach set-down will be provided next to the wedding garden. Retail space, to be leased back to Quintain, will be incorporated on the north-east corner of the site.
- 5.5 From Engineer's Way, a plaza with ceremonial drop-off, indicates the main entrance to the Civic Centre. People will enter the building to the main Foyer with its reception desk and grand civic steps, which form a ceremonial and prominent route to the upper parts of the building. The Foyer will be a multi-use space for people to meet, watch events as part of the Wembley Live calendar and orient themselves within the building. To one side the Library will share space with the Council Services Centre with the 'partner village' providing animation and activity on all sides. The wedding suite and Registrars are located next to the wedding garden, which occupies the quieter space on the west side of the building. An adjacent café/restaurant on the south-western corner will provide further attraction for visitors and staff alike with tables and chairs spilling outside in good weather. This facility is one of a number of potential income generators for the Council.
- 5.6 Moving up the building to the first floor podium, a long gallery will be used for informal meetings and as a foyer to the Community Hall, which has been enlarged from the original brief, as a response from consultation to increase capacity. The Community Hall is capable of accommodating a range of seating layouts and capacity: 430 people banquet style, with options to use the outer ring or the winter garden to increase capacity to a maximum of 700 banquet style. The winter garden has views across Arena Square and can be used regardless of the weather. Theatre style seating can accommodate between 815 and 1012 people depending on configuration. For comparison, seating capacity of the Paul Daisley Hall is 952 theatre style and 600 banquet style or 500 banquet style with dance area.
- 5.7 Further up the civic accommodation, the Civic Hall will be capable of holding Council meetings as well as other large meetings. A series of committee rooms are arrayed around the Civic Hall, with sliding/folding partitions to enable flexibility in the room size. The Civic Hall will have its own separate terrace. Members' accommodation will be at the top with views across Wembley, in particular the common room, which overlooks the Civic Hall terrace and Arena Square beyond.

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5.8 The office and administrative parts of the building for staff include areas for meetings and breakout and will be designed for 24 hour working. Subject to the final space requirements, a series of mini-atria will enable better connection of staff between departments. The offices will be subject to an 80% flexible desk factor whereby allowances made such that at any one time a percentage of the office population will be working outside the Civic Centre or absent from work. This will allow flexible working for up to 2000 people.

5.9 In summary, the floors will be arranged as follows:

Ground

- Main foyer and reception
- Library / Council Services Centre
- Registrar / Wedding Suite
- Partner organisations
- Café / Restaurant
- Retail (leased back to Quintain)

Mezzanine

- Library / Council Services Centre
- Registrar
- Administrative offices

First Floor

- Community Hall and Winter Garden
- Catering
- Public / staff café
- Upper lobby / gallery
- Training facility
- Administrative offices

Second Floor

- Administrative offices

Third Floor

- Civic Hall and Terrace / Roof Garden
- Committee rooms
- Administrative offices

Fourth Floor

- Members' accommodation
- Common room
- Mayor's accommodation
- Administrative offices

Fifth to Eighth Floors

- Administrative offices

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- Mechanical and electrical plant
- Loading bay
- Car parking
- Motorcycle parking
- Bicycle parking
- Showers and changing areas

5.10 With a rich variety of complimentary attractions, the Civic Centre will create a new destination. The building will be transparent and open, simple to navigate with a hierarchy of signage incorporating symbols and colours. All parts of the Civic Centre will be accessible to people with disabilities and there will be clear lines of security between public and staff-only areas. Key dates in the Brent calendar will generate activity in the public areas of the building, incorporating aspects of the Wembley Live concept, including space for performance events, interactive play and community activities which will contribute significantly to the life of the Civic Centre.

5.11 A holistic approach to sustainable design is being implemented for the Civic Centre. BREEAM (British Research Establishment Environmental Assessment Method) is a method for assessing the environmental sustainability of a building. The design approach for the Civic Centre will achieve BREEAM 'Excellent', with an aspiration for 'Outstanding'. Brent aspires to be the first local authority to attain 'Outstanding' in the UK. To achieve this a combination of energy efficiency measures, an acceptable ventilation strategy and the appropriate application of low carbon renewable technologies such as CCHP (Combined Cooling Heating and Power) will be considered. Operational energy costs are expected to reduce by 40% compared to existing properties. CO₂ emissions are expected to reduce from 3088 tonnes annually to 1700 tonnes, which is equivalent to taking 450 cars off the road each year. The sustainability strategy will include:

- Passive design measures
- Renewable and low carbon technologies
- Meeting Brent and Greater London energy targets
- Water conservation, water run-off & flood defence
- Nature conservation, biodiversity & land use
- Reducing and recycling waste
- The wider masterplan - Envac waste management
- Combined heat and power systems
- Use of sustainable materials
- Sourcing fairly traded products
- Sustainable transport

The building will contribute to a sustainable community in Wembley and set an example for Brent and the rest of the UK. Sustainability is covered further in section 15 of the report.

Access and movement

- 5.12 The design and provision of access and movement to and within the Civic Centre is shaped by carefully balancing customer, policy, cost and wider infrastructure considerations.
- 5.13 National, regional and local transport and travel policies all promote the reduction of car use and a modal shift to more sustainable forms of transport.
- 5.14 **National**

Planning Policy Guidance 13 – with the objective to integrate planning and transport at the national, regional, strategic and local levels seeks to:

- *“promote more sustainable transport choices for the movements of people and freight;”*
- *“promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling;” and*
- *“reduce the need to travel, especially by car.”*

The Department for Transport (DfT), with Department for Communities and Local Government (DCLG), has published revised Guidance on Transport Assessment (March 2007). The guidance sets out a new approach to preparing Transport Assessments and identifies the following relevant considerations:

- *encouraging environmental sustainability;*
- *reducing the need to travel, especially by car;*
- *tackling the environmental impact of travel;*
- *the accessibility of the location;*
- *other measures which may assist in influencing travel behaviour;*

5.15 Regional

The London Plan 2008 is highly relevant and describes the imperative for a sustainable and integrated approach to development delivery in London. A raft of significant transport policy elements all come together to promote reduction of car use and greater use of sustainable travel. The key relevant policies are:

Policy 3C.1 Integrating transport and development; (*encouraging patterns and forms of development that reduce the need to travel, especially by car*)

Policy 3C.2 Matching development to transport capacity;

Policy 3C.3 Sustainable transport in London;

Policy 3C.4 Land for transport;

Policy 3C.16 Road scheme proposals;

Policy 3C.20 Improving conditions for buses;

Policy 3C.22 Improving conditions for cycling;

Policy 3C.23 Parking strategy (*The Mayor, in conjunction with boroughs, will seek to ensure that on-site car parking at new developments is the minimum necessary and that there is no over-provision that could undermine the use of*

more sustainable non-car modes. The only exception to this approach will be to ensure that developments are accessible for disabled people.)

5.16 Local

Data collected in 2008 encouragingly suggested that since 2006 there has been a notable reduction of 9.8% in the number of staff driving to work. However the same figures also suggest that 52% of all staff commuted to work alone by car. The Council's Travel Plan aims to promote the sustainable delivery of Council services, to reduce carbon emissions from the Council's own activities and estate, and to minimise the environmental impacts of all aspects of the Council's travel activity. This will be achieved by reducing the need for staff and Members to travel and ensuring that those who do travel are encouraged to select the most sustainable mode of transport appropriate for their journey.

Other objectives of the Travel Plan are to:-

- Raise awareness of sustainable travel options and benefits to employees and Councillors;
- Increase the use of public transport, walking, cycling, and car sharing by staff commuting to and from work and on business travel;
- Reduce the number of single occupancy private car users on Council business, commuting and accessing Council buildings; and
- Set an example of good practice to other organisations in the borough.

The targets set in the travel plan are as follows:

Target	2008 Baseline Value	2010 Target Value
Reduce single-occupancy vehicle use	52%	27%
Increase Car Sharing	1.1%	6.1%
Increase Cycling	2.4%	7.4%
Increase Walking	9.2%	14.2%
Increase Public Transport Use	32.4%	42.4%
Decrease Business Travel Mileage	98,400 Km (2006 figure)	47,000Km
Decrease Mileage Travel Costs	£311K (2006 figure)	£288K
Reduce CO2 Emissions	3327 Tonnes	2795 Tonnes

The Council's Local Area Agreement for 2008-2011 includes NI 185 (CO2 emissions from the Council's own estate and operations) and NI188 (adaptation to climate change).

Site specific

- 5.17 The Civic Centre site lies within the North West District of the Wembley Masterplan. A Transport Strategy review of the Wembley Masterplan completed in November 2008 raised questions regarding the Masterplan's deliverability in transport terms, given concern over the level of traffic forecast to result from the Masterplan development. The road network was anticipated to be substantially overloaded at key points during Masterplan Stage 1, worsening with each subsequent Masterplan stage, though action to provide

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additional capacity on the road network was shown to assist in prolonging its life. However, the desirability of a highways based approach was also viewed as questionable, particularly considering the wider needs and objectives of the Masterplan which is predicated on a high quality living, working, retail and leisure environment. The delivery of these essential core qualities was deemed too important to be threatened by possible over reliance on a highways based access and movement philosophy. Other proposals within the North West District include a new (pedestrian only) retail street, a large public square and improvements to landscape quality on Empire Way.

- 5.18 The Civic Centre site will be well served by public transport (see table overleaf). Three Underground lines (Metropolitan, Jubilee and Bakerloo) and three mainline operators (London Overground, Southern and Chiltern Railways) serve the immediate area from the following stations: Wembley Park (7 minute walk), Wembley Stadium (7 minute walk) and Wembley Central (under 20 minute walk). One bus service (92) currently provides direct access to the site, whilst six further services are within a short walking distance. Funding has been secured from Quintain for future bus service diversions and extensions that would bring at least one further service (224) past this site.
- 5.19 The Civic Centre site will also be well served by parking facilities. As the table overleaf shows there are 151 spaces in Council owned car parks within a 15 minute walk and a further 80 spaces within a 20 minute walk. There are 2900 spaces in privately owned car parks, with a further 2000 spaces proposed as part of the Masterplan, within quarter of a mile of the Civic Centre site. On-street parking within a mile radius of the Civic Centre provides over 5000 spaces, with varying restrictions. Appendix 1 shows the close proximity of three public car parks to the north, west and east of the Civic Centre, all within walking distance. All of these parking facilities, together with the parking to be provided on the Civic Centre site itself (see paragraph 5.22), will be sufficient to meet all needs of the Civic Centre.

Transport Facility	Radius		
	400m (¼ mile)	800m (½ mile)	1600m (1 mile)
Section 1. Non-Car Modes of Transport			
Walk Time from Boundary	5-10 minutes	10-15 minutes	20-30 minutes
Cycle Time from Boundary	4 minutes	6 minutes	12 minutes
Bus Services (<i>Route Numbers</i>)	92	92	92
	83	83	83
	182	182	182
	223	223	223
	297	297	297
	PR2	PR2	PR2
		18	18
		79	79
		204	204
		224	224
		245	245
		N18	N18
			206
			232
			302
			H17
			N98
Rail Services	Wembley Park	Wembley Central	North Wembley
(<i>Metropolitan, Jubilee, Chiltern</i>	Wembley Stadium		Stonebridge Park
<i>Bakerloo, Overground & Southern</i>)			
Number of Parking Spaces Within			
	400m (¼ mile)	800m (½ mile)	1600m (1 mile)
Section 2. Visitor Parking Spaces			
<i>(Including Disabled Parking Bays)</i>			
COUNCIL CAR PARKS			
Civic Centre Visitor Spaces	60 (+ access to 25 disabled spaces)		
Cecil Avenue			19
Lonsdale Avenue			32
Elm Road			100
St Johns Road			80
PRIVATELY MANAGED CAR PARKS			
Quintain Multi-Story	1200		
Quintain Market Site	1700		
Montrose Crescent			138
PROPOSED PARKING FACILITIES			
Wembley Masterplan Area	1500		
Quintain Phase 1	500		
Number of Parking Spaces Within			
	400m (¼ mile)	800m (½ mile)	1600m (1 mile)
Section 3. On-Street Parking			
<i>(Wembley Stadium Protective Parking Scheme PPS)</i>			
On-Street Wembley Stadium PPS	235	608	4369
CPZ Zone W	19	234	
Disabled Persons Parking	1	7	6
CPZ Zone C		77	471
Business Parking Bays		7	12
CPZ Zones E			135
Pay & Display		149	415

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- 5.20 The Supplementary Planning Document (SPD) for the Council's Wembley Masterplan provides for accessibility and circulation in the North West District to be delivered through a set of principles which include some restricted publicly accessible on street parking and a multi level car park at the northern end. However, the SPD also places emphasis on encouraging a modal shift by making sustainable transport options more attractive. To achieve this, it proposes car free developments in areas of high transport accessibility, creation of car clubs and prioritising on-street car parking for disabled people. It recognises the special circumstances in operation during event days and proposes special measures to ensure inward investment is retained.
- 5.21 As a leading developer in the Wembley Masterplan area, the Council will be seen as the key exponent of the planning standards and smarter travel policies and should therefore set an example to other developers showing what can be achieved through exemplary development. The Civic Centre will be a venue for a variety of uses ranging from Council offices to community functions during weekdays, evenings and weekends and parking and other access needs will vary.
- 5.22 Cycle parking for 200 bicycles will be provided for staff and visitors in a secure location within the site, together with showering, changing and locker facilities. Current provision across the 14 properties to be vacated (see Appendix 3) is comparatively less with 49 bike bins/stands and just 6 showers. The basement beneath the building footprint will accommodate service vehicles up to 3.8m tall, 9.9m long and up to 15 tonnes, and there will be a loading bay for deliveries. The approach to the provision of car parking has not altered since the Executive approval of the Strategic Brief in March 2008. Consequently, the scheme is making provision for 125 spaces in the basement, which include 25 disabled spaces. Currently, the 14 properties to be vacated provide 494 spaces, catering for 18% of staff and 23 disabled spaces. Of the 494 spaces, only 15 short term bays are provided for visitors from two properties.
- 5.23 As explained earlier in the report, the building size has increased from the original Strategic Brief. Based on advice received from the design team, using the local development framework, which is not an adopted document and could be challenged, the total number of spaces that could be provided is 189. This figure includes car club users. In contrast, based on the adopted Unitary Development standards, advice from planning and transportation officers suggests that the maximum number of spaces to be circa 174. Both of these figures are in excess of the current proposed provision and is not recommended as increased parking spaces only considers the statistical allowances within our policy and does not consider the other SPD objectives. Maximising our own policy will not set an example to other developers. An increase in parking spaces is not included within the resource envelope or cost plan, and as space constraints mean extra spaces can only be accommodated within the current basement if a second level is added, the budget would need to be increased by £1.9m and it is likely there will be an adverse impact on achieving occupation by June 2013.

- 5.24 Building beneath the garden space to provide additional car parking allowed within policy, either single or double storey can also not be recommended. This option will take the project significantly above the resource envelope. Initial estimates from external advisors suggest the range of construction costs for a double storey basement under the garden would be in the region of £1,750 per m² - £2,000 per m². An additional 8% to 12% for fees should be added. The total Gross Internal Area that could be provided is 3500sq.m. which would provide approximately 100 car parking spaces. The total cost would therefore be up to £7.84 million for an extra 100 spaces. Costs exclude inflation and VAT and costs for raising the garden from the currently terraced layout dropping down to the north. There is again likely to be an adverse impact on achieving occupation by June 2013, and would exceed the resources available and place a major risk on our commitment to the residents of Brent that the Civic Centre will be cost neutral and will not impact on Council tax.
- 5.25 A further important consideration is that the spatial layout of the site enables the Council to potentially dispose of a significant part of the garden space. Notwithstanding the substantial cost of building additional underground carparking, expanding at this location will significantly devalue this area of the site and the potential for future disposal / alternative use may be lost.
- 5.26 Access to the basement is by means of a single ramp in both directions from Engineers Way. The proposed ramp would be inadequate to serve a basement car park of increased capacity when events finish at a single set time. Drawing on the experience of dispersing traffic from the car parks at the end of Wembley Stadium events, it is known that considerable extra time is required to disperse cars via one ramp, giving way to existing traffic on Engineers Way. Problems of driver frustration, delay and vehicle fumes in a basement car park would therefore be a consequence of such a proposal – turning a pleasant experience and satisfied customer into a dissatisfied one.
- 5.27 The strength of national and regional policies with respect to car use, CO₂ emissions and sustainable travel means that an over provision of car parking within the Civic Centre will place a major risk of the Civic Centre planning application drawing opposition from the Mayor and the Secretary of State, who would have the power to refuse the application and cannot be recommended in planning policy terms. Furthermore, we will compromise our own commitments with respect to the green agenda as set out in the Community Strategy.
- 5.28 The Council could pursue a framework contract with car parking providers whereby additional parking is provided for certain events at guaranteed prices for the event host. Such an arrangement would be an efficient use of available parking provision, representing a significant saving in Civic Centre building costs and meeting the Council's obligations under planning. There are current leasing arrangements in place which provide an optional 138 spaces for purchase for staff based at Brent House, Mahatma Gandhi House and Chesterfield House.

- 5.29 The management of the basement car parking for large events has been considered by officers and work will continue to ensure a clear strategy is developed. The strategy will ensure optimum use is made of the Civic Centre whilst complying with policies and promoting our sustainability objectives. Active measures will need to be implemented to ensure only those accessing services in the Civic Centre have use of the car park for a reasonable period to complete their activity. Allied to this a strategy to encourage users to leave the car park as soon as their transaction is completed will also need to be deployed, so that the use of car parking spaces is maximised. The site will also provide facilities for the setting down of visitors to the building by car, taxi, minibus and coach clear of the public highway.
- 5.30 The design response with regard to car parking has followed Council's policies and is appropriate on the grounds that this will ensure a benchmark is set for future sustainable development across the regeneration area, as well as reducing building costs (thereby freeing up budgets to enhance other facilities for the building) and minimising the risk of the planning application being refused. Additional visitor parking could then either be accommodated within the public car parks identified within the Wembley Masterplan for the regeneration area as a whole or secured in surrounding car parks for Wembley Stadium/Arena on an event-by-event basis.

6.0 A stronger Business Case for the Civic Centre

- 6.1 The Civic Centre will produce many benefits for residents, staff, the Council and its partners. The strategic, customer, community, operational and business benefits were articulated in the March 2008 Executive report and remain valid today. The project also remains cost neutral in that the funding for the project will not place additional demands on Council tax payers. The project costs will be met from the sale of existing buildings that are no longer required and from prudential borrowing, funded through the efficiency savings of implementing new ways of working and improved building technologies. The Business Case has now been consolidated into one document which is attached at Appendix 4, however the main benefits are summarised below.

6.2 Strategic

- 6.2.1 **One Council:** The Civic Centre will enable staff to work more cohesively as 'One Council'. By consolidating all Council departments into one building, staff will be able to communicate and work together more easily, to give them a better awareness of what is happening throughout the Council. More collaborative working will also enable staff to learn from each other and benefit customers seeking services from multiple departments.
- 6.2.2 **Regeneration catalyst:** The Council will lead by example to encourage high quality, sustainable development within the Wembley Regeneration area. As one of the development's early projects, the Civic Centre aims to set the bar high for quality and sustainability in future developments, whilst the Civic Centre's staff and visitors will provide an early potential market for retail and leisure outlets in the area.

- 6.2.3 **Fit for change:** The Civic Centre's flexible layout and capacity to expand will ensure that the Council is fit to adapt to future changes in service delivery models in local government and the wider public sector. The open plan layout of the office areas is such that changes can be accommodated to meet future business and service needs, with minimum disruption and cost. The Stage C scheme design retains the garden space which, if needed in the medium to long term, could be built on to provide further Council and/ or partner accommodation.
- 6.2.4 **Leadership in Sustainability:** As the March 2008 Executive report explained, the current Council buildings are not environmentally friendly and the options for improving them are both costly and limited due to the age of the buildings. In contrast, the Civic Centre will provide a sustainable low energy building which, subject to budget, targets the highest BREEAM (British Research Establishment Environmental Assessment Methodology) rating – 'Outstanding' - with a minimum target of 'Excellent'. If the target is achieved, Brent will be the first local authority in the UK to attain 'Outstanding'. By virtue of its location close to transport facilities and by locating in all departments in one main building, the number of journeys made by staff and customers will decrease.
- 6.2.5 **Attract and Retain Talented Staff:** The Civic Centre will bring the Council into line with other local authorities which have or are improving their offices. The attractive and productive work setting, location and facilities will attract and help retain highly talented staff in the competitive London job market.
- 6.2.6 **Pride:** By providing an excellent environment, Brent will demonstrate the value it places upon its staff and customers. This will improve staff morale and public pride in the borough.
- 6.2.7 **Profile:** The exceptional design and facilities of the Civic Centre will raise the profile of Brent as a visitor destination and as a beacon of good practice in local government. Brent will gain a reputation for high quality services and sustainability across London and more widely, the UK.

6.3 Community / Customer

- 6.3.1 **Transparency:** Transparency and the 'blurring' of boundaries between public, democratic and administrative functions are key features of the Civic Centre design. This will allow the public to see officers, Members and partners at work delivering services for them and increase awareness of the services the Council provides.
- 6.3.2 **Improved Customer Experience:** The building will offer a welcoming environment to reflect and support the high quality of service offer available to customers. The Council will encourage partners to share space to increasingly provide multi-agency services from one point and with the majority of back office services located in one building, there will be ready access to staff to respond to specialist queries. The Civic Centre will be designed to be accessible to people with special needs, a significant improvement for

customers who currently have to visit a range of buildings with varied levels of accessibility.

- 6.3.3 **A Community Centrepiece and a draw for visitors:** The Civic Centre will greatly improve on the offer of community uses provided in the Town Hall. It will offer a range of spaces that can be hired out for weddings and events and community meetings for local groups. This offer to local people in the heart of the Wembley Regeneration area will complement the other internationally renowned facilities in the area, but importantly the Civic Centre will draw people to animate the area throughout the year and not just on event days.
- 6.3.4 **An enjoyable visit:** There will be improved facilities for the public and staff. The state-of-the-art library and learning resource centre, café's and events that will feature in and around the Civic Centre will positively add to the customer experience and attract greater number of visitors during the day and evenings.
- 6.3.5 **Jobs for local people and businesses:** The construction of the building will provide jobs for local people as well as opportunities for work experience to young people from Brent. The Council will encourage local people and businesses to be involved in the building's construction. Proposals are already in place with the design team and project management consultants to provide work experience for young people from Brent in a range of roles, from architecture and structural engineering to construction, which will start in the next academic year. Through the use of appropriate clauses in contracts, the Council will seek to involve local people and businesses during the construction phase. Further detail is available in section 8.
- 6.3.6 **Support the Local Economy:** The building will support the local construction industry during the recession. Where possible, materials for the building will be sourced locally.
- 6.3.7 **Diversity and Cohesion:** By providing a focal point for the borough with a lively and active foyer, residents will be able to meet and interact with one another, sharing cultures and traditions. A full Equalities Impact Assessment (EqIA) is being prepared and will be monitored closely to ensure all aspects of diversity and cohesion are considered.
- 6.3.8 **Local Democracy:** As a state of the art building in a prominent location, the Civic Centre will highlight the importance of local democracy as well as offering a range of welcoming meeting spaces allowing extensive consultation to take place with the public. By providing high quality facilities such as a library and learning resource centre and a range of other community spaces, including aspects of Wembley Live, young people will be attracted to the new building more than they are to the Council's existing buildings and encourage them to get involved in local democracy and community activity.

6.4 **Financial**

- 6.4.1 **The estate will be cheaper to run:** As the 2003 Audit Commission report found, many of the buildings that the Council currently uses are:

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- not fit for purpose
- in too many locations
- unsustainable
- carbon greedy
- coming to the end of their leases
- Inflexible, unwelcoming, inappropriate and often inaccessible

- 6.4.2 The Civic Centre will allow resources such as space, energy and facilities management to be used more efficiently leading to considerable efficiency savings. The high sustainability and environmental standards being incorporated in the design of the Civic Centre will produce long term cost savings in minimising resource use and tangibly demonstrate the Council's commitment to sustainability and adapting to the effects of climate change.
- 6.4.3 The Civic Centre will offer savings as it is a more cost effective option than renewing leases on the existing Council buildings which are not fit for purpose and in need of considerable renovation. The cost of maintaining/upgrading Brent's current buildings to a suitable standard is likely to be high and is a short term solution. Options are also limited by the state of the existing Council accommodation.
- 6.4.4 **Lower build cost - Timing:** Now is a good time to build the Civic Centre as the economic downturn means that land and construction costs are low.
- 6.4.5 **Cost efficiencies:** Cost efficiencies can be achieved through increased flexible working and partnership working. By providing space for partners to work in the building, there are opportunities for streamlining activities into shared service provision.
- 6.4.6 **Income generation:** The design of the spaces in the Civic Centre is such that there will be greater scope for income generation. Examples include the entrance Foyer and gallery; the Registrars with the wedding garden which can also accommodate marquees; the Community Hall with its foyer and the winter garden; the Civic Hall with its terrace and Committee Rooms; the training suite; catering areas such as the café / restaurant next to the main entrance and the café within the Library; and the large screen facing Arena Square.
- 6.5 **Operational**
- 6.5.1 **Flexible Working:** IT will be extensively deployed to allow staff to work more flexibly. Staff will be able to pick up their phone calls and emails from anywhere. IT connections between locality offices and the Civic Centre will be improved to allow staff to locate themselves closer to the customer and provide a consistent quality service across Brent. Staff will be able to spend more time with the communities they serve. For the growing number of mobile staff spending most of their time out in the communities, the Civic Centre will offer 'touchdown' spaces and meeting rooms that are more appropriate than a traditional desk.

- 6.5.2 **Partnership working:** The Civic Centre will allow the Council to work more closely with its partners in delivering services. The building will offer flexible office space in which partners can locate themselves and access IT and other facilities.
- 6.5.3 **Opportunity for innovation in service delivery:** The building will encourage staff to rethink the way they work. The Civic Centre will offer an open plan environment where many staff will hot desk rather than have a set desk.
- 6.5.4 **Project Work:** The building will support long and short term project work. The flexible layout will be such that project team areas can change according to need.
- 6.5.5 **Improve Productivity:** Saving travel time between buildings and greater scope for sharing and learning will lead to increase in productivity once the Civic Centre is built.

7.0 Jobs & Training

- 7.1 The Council is a key driver of local employment services, and has over many years developed a strong and credible reputation through Brent in2work for the delivery of local people into local jobs. In recent years the Council has taken significant steps to recognise the contribution it can make as an employer in its own right, and has introduced 'Working for Brent' workshops through Brent in2work providing support and work experience for local people who want to work for the Council. The Council has also recently introduced an apprenticeship scheme for local young people.
- 7.2 In terms of promoting employment specifically in Wembley, the Council has built a successful partnership with the National Stadium which has delivered construction jobs, end-user jobs (security, catering, cleaning) and event day jobs (through the 2012 volunteering programme). Similarly we have section 106 agreements in place with Quintain to secure construction and end user employment across their sites. A new on-site employment portal 'Wembley Works' is in place. As 'developer' of the Civic Centre, the Council has the unique opportunity to demonstrate the same commitment to local employment that we expect other developers to deliver and lead by example. It is suggested that a bespoke approach be developed that may include initiatives such as:
- Contractor commitments to provide details of all employment pipelines and opportunities to Brent in2work;
 - Contractor commitments to use Brent in2work as first point of call for all recruitment requirements;
 - Contractor commitments to a quota of trainees / apprenticeships;
 - Consultant team commitments to apprenticeships / trainees within professional disciplines – project management, design, sustainability etc.
 - Establishing a procurement database of local companies interested in working on the project and proactively communicating sub-contractor / supplier tendering opportunities.

7.3 The Civic Centre Programme Team will work with the Regeneration and Employment teams to develop a bespoke package of measures for implementation during construction and end use.

8.0 Procurement Issues – Design and Build Contractor and Appointment of Architectural Adviser

8.1 At its meeting in June 2008, the Executive approved the use of a Design and Build procurement route to deliver the Civic Centre. This decision needed to be made before the tender process for the design team.

8.2 In June 2009 the Civic Centre Programme Board considered a “Design and Build Procurement Strategy”. This was endorsed by the Programme Board. It contained the following key recommendations:

1. The Council will continue on the basis of a Design and Build construction contract and will not extend this to a Design, Build and Operate contract (whereby the chosen contractor also runs the building for a number of years after construction is complete). The main reason for not proceeding with this option was that the additional work to formalise a specification for this would delay the whole project, while the costs benefits were not clear.
2. The contractor will be procured using an EU Restricted Procurement route, but on the basis of a single stage process at the tendering stage (the alternative is for the tendering stage to be split into two, with technical solutions and preliminary costs and profits being assessed first, leading to an appointment for pre-construction work, and then a price for the whole works submitted subsequently by the contractor following pre-construction design work). The reason for not adopting a two-stage process was that cost certainty was delayed until the second stage, and could lead to delay the project while the second stage is negotiated.
3. The procurement will take place at the end of RIBA stage E. This is because only at the end of Stage E will the designs be developed to the detail required to produce the Specification (Employers’ Requirements) for the construction contract.
4. The Design Team is to be novated to the Design and Build contractor at the end of Stage E. At this point 50-55% of the design work is complete, based on fee drawn down, and it enables the Council to retain control over the design while still transferring some of the design risk to the contractor under the Design and Build contract.
5. The Council will appoint a separate independent architectural adviser (see below)
6. The form of contract will be based on a JCT 2005 (with 2007 amendments) Design and Build contract with further bespoke amendments. This is the most commonly used form of contract in the marketplace, so giving familiarity. It also has the advantage of being prescriptive in its description of the obligations of employer (client) and contractor, so giving certainty.

8.3 In accordance with Contract Standing Orders 89 and 90, and taking into account the factors set out at paragraph 8.2, pre-tender considerations have been set out below for the approval of the Executive.

Ref.	Requirement	Response	
(i)	The nature of the service.	A Design and Build contract for the construction of the Civic Centre with novation of Council's Design Team on appointment of contractor.	
(ii)	The estimated value.	See Appendix 5	
(iii)	The contract term.	<ul style="list-style-type: none"> • Appointment and commencement of further design development: • Start on site • End date: following completion of the building plus industry-standard defects liability period 	
(iv)	The tender procedure to be adopted	EU Restricted Procedure, with single-stage process at the tender stage. Tenderers will be required to submit a lump sum price	
(v)	The procurement timetable.	<p>Indicative dates are:</p> <p>Trade adverts and OJEU contract notice placed</p> <p>Expressions of interest returned</p> <p>Shortlist drawn up in accordance with the Council's approved criteria</p> <p>Dialogue with shortlisted contractors about acceptable terms and conditions</p> <p>Invite to tender</p> <p>Deadline for tender submissions</p> <p>Panel evaluation and interviews</p> <p>Conclusion of Panel assessment</p> <p>Executive approval to award contract</p>	<p>November 2009</p> <p>January 2010</p> <p>February 2010</p> <p>March – May 2010</p> <p>June 2010</p> <p>September 2010</p> <p>w/c 27 September 2010</p> <p>October 2010</p> <p>November 2010</p>

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		Mandatory minimum 10 calendar day standstill period – notification issued to all tenderers and additional debriefing of unsuccessful tenderers Award date and Contract start date	November 2010 December 2010/ January 2011
(vi)	The evaluation criteria and process.	Shortlists are to be drawn up in accordance with the Council's Contract Procurement and Management Guidelines. This will involve interested parties submitting a pre qualification questionnaire and thereby meeting the Council's financial standing requirements, technical capacity and technical expertise. The Council's standard PQQ will be adapted to reflect the nature of the project and legal constraints. Once tenders are received, the evaluation panel will evaluate the tenders against the following criteria: (1) Cost (50%), divided into Fixed Lump Sum Offer Cost Profile (2) Quality (50%), divided into (a) Understanding Brent's objectives for the building (b) Robustness of Delivery Team and Supply Chain (c) Project Delivery and Liaison (d) Programme (e) Community Interaction (f) Quality Management (g) Health and Safety (h) Sustainability and BREEAM Objectives (i) Risk Management	
(vii)	Any business risks associated with entering the contract.	See section 11 below. In addition Financial Services and Legal Services have been consulted concerning this contract and risks associated with entering into this contract are set out sections 10 and 12 of the report.	
(viii)	The Council's Best Value duties.	The Council has a duty to achieve Best Value in all its procurement and service delivery activities. Tenders will therefore be assessed on the basis of quality and cost and the successful tenderer will be one that provides the most economically advantageous tender.	
(ix)	Any staffing implications, including TUPE and pensions.	See Section 14 below. There are no TUPE implications.	
(x)	The relevant	See sections 10 and 12 below.	

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	financial, legal and other considerations.	
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8.4 The Executive is asked to give its approval to these proposals as set out in the recommendations and in accordance with Standing Order 89.

8.5 The contract for the design team will be novated to the Design and Build contractor at the end of RIBA stage E in the autumn 2010. From this point onwards, the contractor will become the employer of the design team and the Council will need to employ its own architectural advisor. This work will be tendered. In the meantime, Consarc architects have been working with the Council since September 2007 however their previous contract has now expired and cannot be further extended. In view of the advantage of continuity and the high quality of service that Consarc has provided, it is proposed to continue to use Consarc until autumn 2010. In order to engage them until then, the Council will incur expenditure of £30,000 - £40,000 which is above the level at which standing orders requires three quotes to be obtained. This report is seeking authority to retain their involvement on a retainer of £2,000 per month until the work is tendered, and consequently an exemption from the standing orders requirement to obtain three quotes is sought.

9.0 Next steps

9.1 In addition to the main procurement exercise just described, the design team have reviewed the overall project plan and identified that they are able to submit for detailed planning approval in November 2009. Consultation with the Council's planning officers has indicated support for this and considerable work has already been done to meet this date. Although it is not a requirement, a full project specific Equality Impact Assessment is being undertaken to form part of the planning application.

9.2 Ahead of the statutory planning consultation, Council officers and the design team have fed through the main comments arising from an extensive pre-consultation period. This was concluded on 20th August 2009, leaving the design team a clear 10-12 weeks to consider these comments.

9.3 Future consultation will cover the following key areas:

Between November 2009 and January 2010, the statutory Planning consultation process.

Stage D

- Consultation on detailed design including:
 - Office layouts
 - Disability access and movement through the building as well as other enabling measures
 - Noise attenuation
- Finalising Partner involvement

- Review the need, and if required, the method for providing the print shop, a crèche and gym
- Draw together requirements for catering provision
- Facilities Management
- Presence of 'Wembley Live' features
- Continuing engagement of staff and the public through roadshows, focus groups, involvement of schools

Beyond Stage D

- Getting staff ready for the move into the Civic Centre through smarter working, furniture testing etc

10.0 Financial Implications

10.1 The Civic Centre proposal has consistently been dependent on meeting 3 key financial tests:

- (i) It delivers value for money.
- (ii) It is affordable for the Council. This is defined as at least being cost neutral compared with the budget provision within the Medium Term Financial Strategy for retaining and upgrading accommodation in the current portfolio to a reasonable standard.
- (iii) It offers the opportunity for significant efficiencies as a single, modern building, gives flexibility to change service delivery methods and facilitates new ways of working for staff. The move to the Civic Centre is a major driver in the overall delivery of the Improvement and Efficiency Strategy.

10.2 At each stage of the project assumptions have been updated and tested by external financial consultants highly experienced in developing robust business cases for major capital projects. At this milestone in the project a full business case has been prepared and is attached as confidential Appendix 4. This contains the detailed financial analysis. The Executive is asked to note the business case.

10.3 Resource Envelope

The resource envelope is the amount available to the Council to finance the project. Ensuring the total cost of the project is kept within this envelope will mean the affordability test is met.

The resources available for the project consist of 3 main elements.

- (i) Capital receipts from the sale of freehold properties within the Council's current portfolio which will not be required when the Civic centre is utilised
- (ii) Revenue generated from:
 - The consolidation of the Council's current accommodation portfolio;

- Cashable efficiencies as a result of new working practices and running cost savings in a new building compared with a number of sites;
- Central resources allocated in the Council's medium term financial strategy for the upgrade of the current portfolio which can be allocated to the project;
- Increased income opportunities from partners utilising office space in the building and charges for facilities and activities.

(iii) Prudential Borrowing:

The Prudential Borrowing Regime allows authorities to adopt a more commercial approach to balancing capital costs and receipts over time with revenue generation and saving opportunities. This means that authorities are no longer prevented from pursuing more prudent options by virtue of artificial controls, which ration borrowing in the public sector. Using the Prudential borrowing is the favoured option to fund the capital elements of the scheme.

- 10.4 The above methodology identifies the total potential resources available to the project and this is then adjusted and reduced for a realistic assessment of risk. These risk factors include items, such as rises in interest rates, and also the construction and development of the building. The latter is in addition to a general contingency which will be held within the specific budget for the construction of the building.
- 10.5 Using the resource envelope in the way described ensures that, if risks are successfully managed during the development of the project, resources earmarked to cover these risks can be released either back into the project or taken as general efficiency savings for the overall Council budget.
- 10.6 Since the last major report in March 2008 to the Executive a number of changes are proposed which have been reflected in the financial model. Members are asked to note that the concept design provides sufficient capacity to fully vacate Brent House. This has increased the overall resource envelope. These are set out in more detail the Financial section of the Business Case (see Appendix 4), but include:
- (i) Removing Brent House and Gwenneth Rickus buildings from the portfolio and carry out the functions within the Civic Centre (apart from (ii) below);
 - (ii) Making separate provision for CCTV Room and a Data Centre currently in Brent House to be provided elsewhere;
 - (iii) Increasing the size of the Civic Centre to accommodate the staff displaced by the changes to the portfolio structure.
- 10.7 The Council's portfolio will be reduced by 14 separate buildings (see Appendix 3). Current estimates of the total operating expenditure, once all buildings in the business case are vacated, will reduce from £10.2m to £8m per annum. In terms of space costs, the reduced portfolio will reduce costs from £5019 per person to £3958 per person.

Accommodation Strategy

- 10.8 The Council's office accommodation strategy has, for a number of years, taken into account the potential effect of the Civic Centre in the retention and disposal strategy of the Council's main office portfolio. Accordingly since the March 2008 Executive report, the following actions have been implemented; an opportunity arose to purchase the freehold interest in Brent House, completed in May 2008. This provides office space for 1000 staff, of which 735 including agency staff work for Brent Council. Consequently this enabled the council to successfully negotiate with Air France, the other major occupier within Brent House, and acquire a wing of the building. This in turn allowed the Council to quit the lease on Elizabeth House which had expired and relocate the 70 ITU staff to the former Air France space in Brent House. The ITU office layout within Brent House has taken into consideration the flexible working style that all employees will be required to adopt in time for the opening of the Civic Centre. In addition the Council has also, during 2009, relinquished the lease on Triangle House with the 50 staff being absorbed within other existing Council offices.
- 10.9 The update of the Strategic Brief and subsequent design changes shows how the evolving design now enables more staff to be located in the Civic Centre. This will enable greater efficiency savings and improved working conditions for more staff by consolidating into the Civic Centre and enable the 'One Council' philosophy to be delivered more effectively if a higher proportion of Council staff are able to work in the new building. The release of Brent House presents a significant opportunity for efficiency savings and the scope to consider a mixed use redevelopment of the site and the adjoining sites. Officers are in very early stages of considering options for Brent House and there is considerable work ahead before information will be available for member consideration.
- 10.10 The accommodation strategy is seeking to make more efficient use of space and buildings well in advance of the building of the Civic Centre. The current roll out of improved ICT infrastructure, for example the replacement of Lotus Notes with MS Outlook and the installation of IP telephony will mean desk sharing/flexible working becomes a real possibility. The potential option of early vacation of some space in Chesterfield House (1500 m²) and London Road (1200 m²) along with Quality House (1200 m²) is being investigated. The potential relocation of services from the Gwenneth Rickus site (approx. 2200 m²), as discussed earlier in the report, would provide the scope to maximise the use of the purpose built training facility and other meeting spaces within the Civic Centre.
- 10.11 As the plan to centralise all the Council's operations into fewer buildings has been developed, it has been recognised that a strengthening of the Council's profile in neighbourhoods might be required. Work is underway to review the anticipated service requirements for the Council in the medium term. This will involve partners and help to shape the optimum property needs for efficient and effective delivery of services.

- 10.12 The business case for the new Civic Centre involves a disposal of the Council's freehold interest in Brent Town Hall. It is envisaged that steps will need to be taken towards the marketing of the site by the end of 2010/early 2011. The building is Statutorily Listed (grade 2) which means that there is a planning presumption in maintaining the existing buildings on the site. This does not mean that the building cannot be extended or altered or that a more commercial use could be introduced but any modification would need to be approved by the Council as local planning authority, undertaken sympathetically and have the support of English Heritage. In order to set out the planning potential of the site it is proposed that a planning brief be prepared. The brief would form part of the marketing package and provide greater certainty over how the site may be used and adapted in the future.
- 10.13 The Council's future disposal of the site is reflected in the recently agreed submission version of the Local Development Framework Site Specific Proposals. This allocation envisages a mixed use development including offices, local needs retail, residential, hotel and community uses. An examination in public by an Inspector will take place into representations received on this allocation in late 2010, and once the position is clear following the Inspectors report, the planning brief will be finalised and subject to consultation.

11.0 Risks

- 11.1 The project has adopted robust risk identification, assessment and monitoring arrangements. Risks with likelihood, consequence, mitigation and risk owner are clearly identified and regularly monitored by the programme workstreams and the Programme Board. A quantitative risk assessment (using monte-carlo analysis) has also been undertaken on the resource envelope. Further such analysis will be undertaken if any significant changes to the project costs occur to ensure that the project can be delivered to budget.
- 11.2 In June 2009, external organisation 4Ps conducted a Gateway review on the project. Accredited by the Office for Government Commerce, the 4Ps review aims to provide independent guidance to projects at each key stage in their lifecycle and provide assurance for delivery to the next stage. Although this was the first review on the project and ahead of the Gateway review schedule, Programme Board agreed the project was advanced far enough, and the review would be more beneficial, for a Gate 2 review to be implemented. Gate 2 assesses the business case and ensures an appropriate and robust procurement strategy is in place. After interviewing a panel of 26 officers/Members, the 4Ps review team concluded the approach to determining the optimum procurement delivery route was thorough, recommended the strategic business case be consolidated (see Appendix 4), commended the significant difference the dedicated core team has made to the standard and pace of progress of the project and the Council's clear commitment to the transformation programme.

12.0 Legal Implications

- 12.1 The proposed design and build contract is a works contract under the Public Contracts Regulations 2006 (“the EU procurement regulations”) and needs to be tendered in compliance with these. In addition the contract is a High Value contract under Brent’s Contract Standing Orders and so pre-tender matters and contract award both need to be approved by the Executive.
- 12.2 The Council’s powers to build a new Civic Centre are within section 132 of the Local Government Act 1972, which allows local authorities to acquire or provide and furnish offices. Other various powers exist to provide libraries and other facilities.
- 12.3 Section 2 of the Local Government Act 2000 is also relevant, as it allows local authorities to do anything which promotes or improves the economic, social or environmental well-being of their area. This power can be used to justify the subsidiary objectives of the Civic Centre project in relation to the environmental aspirations of the building, the social objectives of drawing together the local community, and increasing the supply of jobs and training opportunities. The Council is required to exercise this power with regard to its sustainable community strategy. In Brent this document is known as the Community Strategy. One of the values within this document is “We will celebrate our borough’s diversity and build upon our national reputation for nurturing successful community cohesion.” It is also notable that under the section in the Strategy called “A Borough of Opportunity”, there is a commitment “to make sure the transformation of Wembley is sustainable and creates new opportunities for growth across the borough”. In addition the commitment to make the borough “A green place” includes commitment to “minimise our contribution to climate change”. Therefore including requirements about the environmental specification of the building, the need for the building to draw together the local community, and seeking a contribution to the local economy, is in accordance with the Community Strategy and section 2 can be relied on by the Council to incorporate these subsidiary objectives into the project.
- 12.4 As a result of these subsidiary objectives it is therefore proposed to evaluate tenderers on, amongst other things, their ability to deliver on certain social and environmental issues. The relevant criteria are “Community Interaction” and “Sustainability and BREEAM objectives”. However despite government promotion of using procurement to deliver social and environmental objectives, there are other legal prohibitions. Any award criteria that relate to the terms and conditions of the contractor’s workforce will fall foul of prohibition on taking into account “non-commercial considerations” at any stage in the tender process, contained in section 17 of the Local Government Act 1988. In addition, the EU procurement regulations only allow the Council to use evaluation criteria that are “linked to the subject-matter of the contract”, and subject always to the over-riding requirement that such criteria are non-discriminatory (ie a tenderer not established in the UK will find it as easy to provide information in response to the criterion as a UK tenderer). Accordingly, it is acceptable to include environmental criteria about the

building's characteristics and construction methods within the award criteria presented to the Executive for approval, because this is not prohibited under the "non-commercial considerations" rule, is non-discriminatory and relates to the subject-matter of the contract.

- 12.5 In relation to social issues, it is harder to address these in the award criteria while still complying with the non-commercial considerations rule and EU law. Examples of such issues are ability to comply with the Council's Equalities requirements (soon to be updated once the Equality Bill is enacted – see section 13 below) and proposals for using local labour. In general, such issues cannot be included as award criteria because they are not linked with the subject-matter of the contract, are discriminatory (EU law) and are also non-commercial in that they relate to terms and conditions of the tenderer's workforce. However the EU procurement regulations (reg 39) do specifically allow for social considerations to be included within the contract conditions, as opposed to the award criteria. Furthermore when Best Value duties were introduced the prohibition of non-commercial considerations rule was relaxed, so that the Council could take into account non-commercial considerations insofar as was relevant to deliver best value. In this regard it can be said that an employer that respects equalities issues and is committed to training has a better motivated workforce and will deliver a better product. Therefore it is proposed that the contract conditions will require compliance with the Council's Equalities requirements and require the type of commitments listed in section 7 above.
- 12.6 That is not to say that social considerations cannot be considered as part of the award criteria at all, and can only be addressed in the form of contract conditions. However it is necessary to identify those that are linked to the subject-matter of the contract, are non-discriminatory and do not relate to the terms and conditions of the tenderers' staff. Accordingly it is proposed to look at community involvement within the award criterion "Community Interaction", and here officers ask about communication with local people about the project and available training and employment opportunities. Under "Sustainability and BREEAM Objectives", tenderers will be expected to demonstrate an understanding of the environmental impact of using non-local suppliers.
- 12.7 Once the tendering process is undertaken Officers will report back to the Executive in accordance with Contract Standing Orders, explaining the process undertaken in tendering the contracts and recommending award. As this procurement is subject to the full application of the EU procurement regulations, the Council must observe the requirements of the mandatory minimum 10 calendar days standstill period imposed by the EU procurement regulations before the contract can be awarded. The EU Regulations are shortly to be amended to give aggrieved tenderers greater remedies in the event of a successful challenge, but as it is not anticipated that this will be retrospective, this should not impact on this procurement as the adverts will be placed before the changes come into effect.
- 12.8 It is also proposed to directly appoint the architects Consarc as the Council's architectural advisers on an interim basis, with a tendering exercise following next year. As the contract value will exceed £20,000, Contract Standing

Orders requires that three quotes are obtained. However the Executive can agree an exemption from that where there are good operational and / or financial reasons for doing so. The Executive needs to be satisfied that such good reasons exist as set out in paragraph 8.5 of the report.

13.0 Diversity Implications

13.1 A comprehensive equality impact assessment (EqIA) is currently being completed and will be submitted as part of the planning application later this year. Previous impact assessments have been taken into account but the revised assessment explores in more detail:

- the construction phase impacts
- considers inclusive design within the forthcoming design stages
- independent mobility within the Civic Centre and accessibility from the surrounding area
- access to employment and business opportunities
- staff management
- community relations
- post construction considerations for the management of the Civic Centre

Once completed, the EqIA will be used as a live document and continually checked with the emerging design to ensure the Council's corporate policies in this area are being met and risks mitigated. The EqIA will be reviewed at the appointment of the Design and Build contractor.

13.2 As a public authority, the Council is required to comply with equality duties as laid for example by the Race Relations (Amendment) Act 2000, the Disability Discrimination Act 2005 and the Equality Act 2006. Under this legislation, local authorities have duties to work towards the elimination of discrimination in relation to race, disability and gender inequality. As a matter of good practice, and to demonstrate our commitment to equality and diversity, the Council operates a six strand Single Equality Scheme, which in practice means that we have extended our equality duties across age, disability, gender, race, religion and belief, and sexual orientation.

13.3 The Equality Bill introduced to the House of Commons in April 2009 introduces a new streamlined public sector Equality Duty which will replace the race, disability and gender equality duties. The Duty will be extended to cover age, sexual orientation and religion or belief, and will additionally cover gender reassignment.

13.4 There is an additional strand, dealing with socio-economic deprivation which is currently part of the Equality Bill but the duties are more limited than the other seven strands. At the heart of the Civic Centre proposals is the aspiration to create a community centrepiece which is accessible and will benefit all sections of Brent's communities and act as a catalyst for the wider regeneration of Wembley, creating opportunities for employment and local businesses.

- 13.5 The approach to consultation and stakeholder engagement by the Civic Centre team fully reflects the Council's commitment to the six strands outlined in the Single Equality Scheme, in addition there will be a new emphasis on gender reassignment and socio-economic deprivation. As the March 2008 report explained

At the core and integral to this vision is a new civic building to be the community centrepiece of the redevelopment. A new "heart" for Brent. A building that should have exceptional levels of public access to a wide range of public services, including those provided by the Council. A building which will be state of the art for the 21st century and be a community asset for the residents of Brent for decades to come. A building which embodies our commitment to diversity and community cohesion by incorporating and reflecting best practice in relation to diversity.

- 13.6 The procurement process for the contractor will seek to construct the design team's detailed design with equality and diversity issues as a high priority in their approach. The design team have already been assessed on their ability to design a building that stands the test of time; can be used by and meets the needs of community groups in the borough and demonstrate examples of good engagement, for example through supporting local and small businesses through effective supply chains and availability of jobs and training opportunities. The tender process for the contractor will follow a similar approach. After requesting to participate, these companies will be asked in the PQQ to provide evidence of an equality policy and answer a range of equality questions. The Invitation to Tender pack will ask contractors to demonstrate how they will interact with the Council and all residents during the construction phase, for example availability of jobs and training opportunities for the long term employed, apprentices, other job seekers and school leavers; management of expectations on disruptions, whilst clearly demonstrating how they will ensure the design and construction process respects and reflects the diversity of the borough and makes a positive statement about the Council's relationship with all of its residents.

14.0 Staffing Implications

- 14.1 Brent currently employs 3,352 Council-based staff, 79 per cent are full time employees and 21 per cent work part-time. Thirty two per cent of staff are Brent residents. These figures do not include teachers.
- 14.2 The development of a high quality modern building will provide vastly improved office space and working conditions for Brent staff. While it is not envisaged that all staff will need to be located in the Civic Centre, its development provides an opportunity for the more strategic deployment of staff resources together with enhanced opportunities for better interdepartmental working in support of the 'One Council' agenda.
- 14.3 Recent staff survey results have shown that more than 1 in 2 of our staff are less than satisfied with their physical working conditions. A new Civic Centre could impact on retention of staff and work performance, especially longer-term, by improving staff morale and the associated positive traits in improved sickness levels and greater positive staff engagement. Working in a modern

flagship building at the heart of Wembley may also provide an additional incentive for staff to come to work at Brent.

- 14.4 The Civic Centre also presents an opportunity to take significant strides to improve service delivery through new forms of work organisation. Indeed it provides a focal point for developing a workforce, with the skills and working practices to deliver 21st century service excellence. Currently, the diversity of Brent's building stock limits opportunities for joint working and development across different directorate personnel. Put simply, staff spread over many different buildings reduces overall efficiency and effectiveness whilst reinforcing silo working. The new Civic Centre will allow all key service areas to be co-located for the first-time and provide a clear basis for more multi-disciplinary working and integrated planning and service provision. In the meantime, Brent's People Strategy and workforce development plans are already addressing the aim to increase skill levels, productivity, flexibility and adaptability of the workforce overall.
- 14.5 The Civic Centre project includes stretching targets to reduce the overall requirement for office-based workers. Flexible working (including tele or remote and home-based working) and work-life balance strategies will enhance productivity and performance in key service areas whilst also acting as a major recruitment and retention tool. Indeed there is considerable research to show that the opportunity to work flexibly is a major consideration when people are considering potential employers. The Civic Centre will support and enhance the opportunities for staff to work more flexibly. Brent Council is already recognised as a flexible, family friendly employer having recently been awarded the Workwise Mark of Excellence for smarter working practices. However, by increasing flexible working patterns through new remote technologies, in professional and senior levels, should provide us with an edge in hard to recruit areas. However, some of the changes will also require different forms of 'back-office' and strategic support involving new ways of working across the organisation.
- 14.6 More flexible and adaptable office space will be required as more staff require less 'desk' time and more team and project meeting space. It is also envisaged that all staff will have increased access to technology based learning opportunities and that space may be adapted for training and development purposes. Currently some staff lack access to basic IT facilities or e-learning facilities where they work. The Civic Centre could provide a central 'drop in' facility for staff needing to work or learn away from their home or office base.
- 14.7 Members, managers and staff need to be preparing now for new ways of working. As indicated earlier, Brent's People Strategy and workforce development plans are already addressing the need to meet changing demands and our future workforce requirements. HR policies together with L & D opportunities are being developed to support the changes required both in terms of new ways of working but also to support managers and staff manage change more effectively. While the Civic Centre provides a focal point or potential icon for these changes, they are in fact necessary regardless of the building issue. The Civic Centre will enhance the value of the changes we

are making to help ensure we can be a modern and forward thinking employer, attractive to our staff and potential workers, for the foreseeable future.

15.0 Environmental Implications

- 15.1 The Council aspires to be one of the most sustainable local authorities in the UK and be an exemplar of environmental practice and performance on sustainability issues. It also wishes to be seen as a leading light, pro-actively tackling the issue of climate change and dealing with its potential impact on the borough. In achieving this, residents and businesses are themselves encouraged to contribute to the local environmental, social and economic well-being of the borough in ways that will benefit both existing and future generations.
- 15.2 The Civic Centre is a major opportunity to bring about a sustainable vision for the Wembley area. The Community Strategy's 'mission statement' intends Brent to become a safe place, a clean place, a green place, a lively place, a borough of opportunity, a prosperous and healthy place with opportunities for all, a place where income and employment levels will be higher than the London average, where businesses thrive, where residents will enjoy good health and are able to make healthy choices, an inclusive community welcoming to all, where services will respond to the needs of young and old alike, supporting them to achieve independence, enabling them to take a full part in the life of the borough and providing help when the residents need it. The Civic Centre will demonstrate how this can be achieved by using a particular building to make a significant contribution within a regeneration area.
- 15.3 The Council recognises that the development of the Civic Centre is fundamental to achieving its vision for the future of the borough. Sustainability will be driven within the design process and all possible measures will be taken to deliver efficient, accessible and sustainable services to excellent standards; to develop tailored solutions to meet the needs of the individual, families and communities; and overall, to make Brent and particularly Wembley a prosperous and lively area that will thrive for generations to come.
- 15.4 The Council intends, taking advantage of this once-in-a-lifetime opportunity, to create a landmark Civic Centre that recognises the importance of the above issues and demonstrates that these are being tackled in sustainable ways. To achieve this, 'environment and sustainability' has been established as one of the four key priority themes for this development. The Council also aspires to have a BREEAM (Building Research Establishment Environmental Assessment Method) 'Outstanding' building and if this is achieved, it is envisaged that the Civic Centre will be a global icon for sustainability. However, whilst this may be possible, there is an additional cost involved in achieving 'Outstanding' from the current brief requirements for 'Excellent'.
- 15.5 It is intended that the Civic Centre will be designed to be an exemplar of best environmental practice and performance on sustainability issues. In addition, it will consider the future consequences of climate change, be able to cope with

future extreme weather events and reflect the objectives and proposals set out in the recently adopted Brent Climate Change Strategy and Action Plan.

- 15.6 More specifically, the Council is working with the design team to create, develop and set in place appropriate Key Performance Indicators and measurable targets to monitor and demonstrate continuous environmental improvements for the Civic Centre. These are set out in the Council's Sustainability Strategy for the Civic Centre (see Appendix 2) which describes the minimum expected of the building. KPIs have been developed in the following key areas:
- Energy Consumption;
 - Renewable/ Low-or-Zero Carbon Technologies;
 - Water;
 - Materials (Internal and External Finishes);
 - Waste/ Recycling;
 - Transport;
 - Land Use and Ecology;
 - Pollution
- 15.7 The Civic Centre will also contribute significantly to reducing the Council's carbon dioxide emissions and help achieve its CO2 targets for 2016. These targets are set out in the review of the Council's Carbon Management Strategy and Implementation Plan, reported separately to the Executive. The building will also include examples of renewable technologies for generating energy. Achieving such a reduction will help improve the Council's performance on both National Indicator 185 and the Carbon Reduction Commitment.
- 15.8 Importantly, the building will use less energy for heating etc and it is also intended that the new ICT equipment will be much more energy efficient. Similarly, it is hoped that the amount of waste produced in the building will be reduced, recycling and re-use increased and exemplary environmental behaviours adopted by staff.
- 15.9 The Civic Centre presents an important opportunity to demonstrate how environmentally sustainable measures and new technologies can be included in this type of building and the benefits that follow e.g. making financial savings. Such 'real-time' information (i.e. as it happens) can be used to inform and educate local residents and other interested parties in the borough as well as others. This can be achieved via public displays of information, organising supporting exhibitions, keeping some of the measures in the building available for public view, guided tours etc. This has been successfully tried elsewhere e.g. at Howe Dell primary school in Hatfield, Hertfordshire.

Background Papers

- A Vision for Wembley – November 2002
- Best Value Review of Property Services, Asset Management and Facilities Management – October 2003
- Outline Feasibility Study, Jonathan Edwards Consulting - 2004
- Delivery Options Evaluation Report May 2008
- Design Team Procurement Strategy July 2008
- Contractor Procurement Strategy June 2009
- INRA August 2008
- Travel plan
- Stakeholder Engagement summary report
- RIBA Outline Plan of Work 2007

Appendices

1. Car parking
2. Sustainability Strategy
3. Property Information

Confidential appendices

4. Business Case
5. Project Commercial Information

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